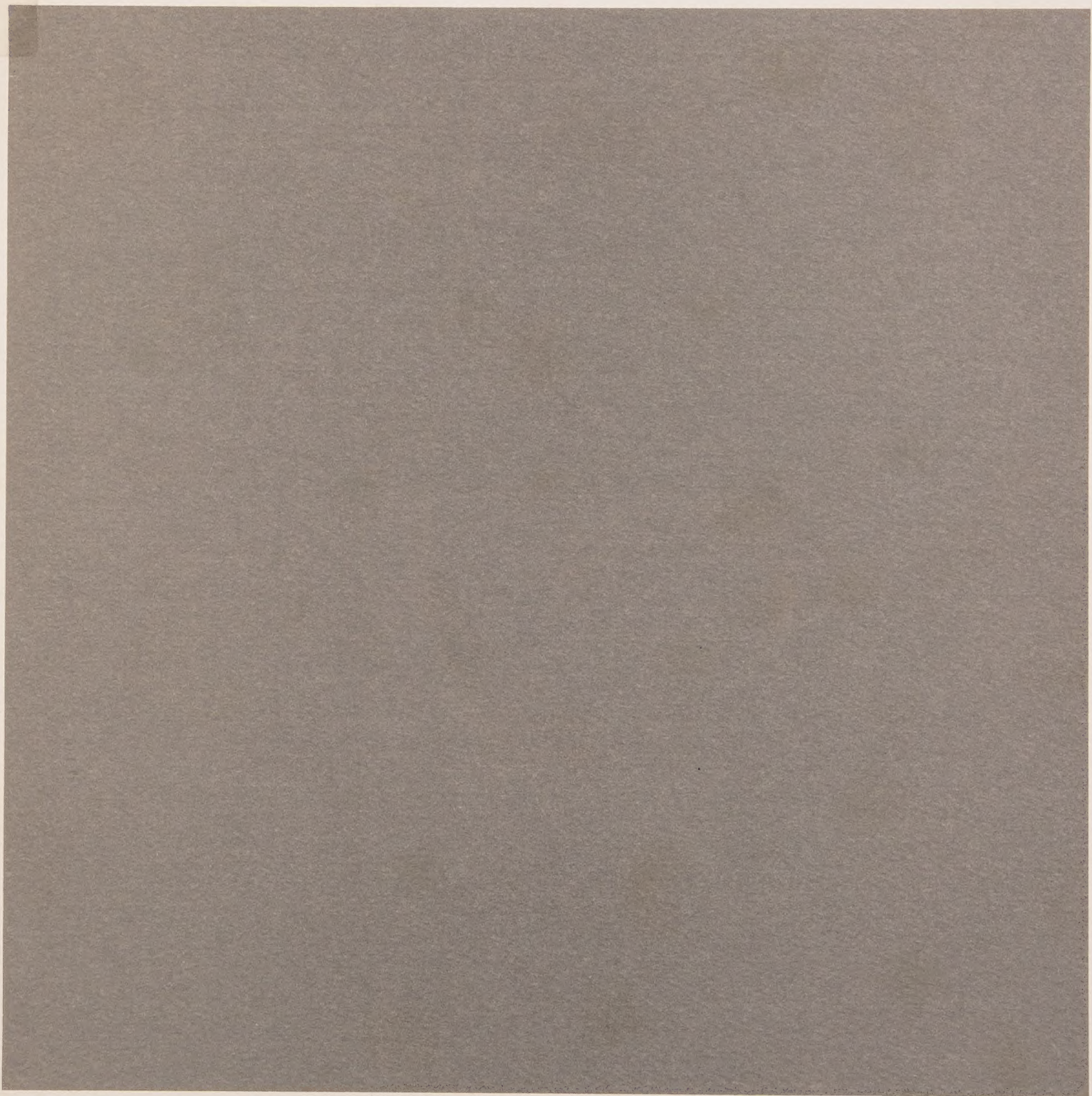


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COMMUNITY FACILITIES



CITY AND COUNTY OF SAN FRANCISCO

THE COMPREHENSIVE PLAN

COMMUNITY FACILITIES

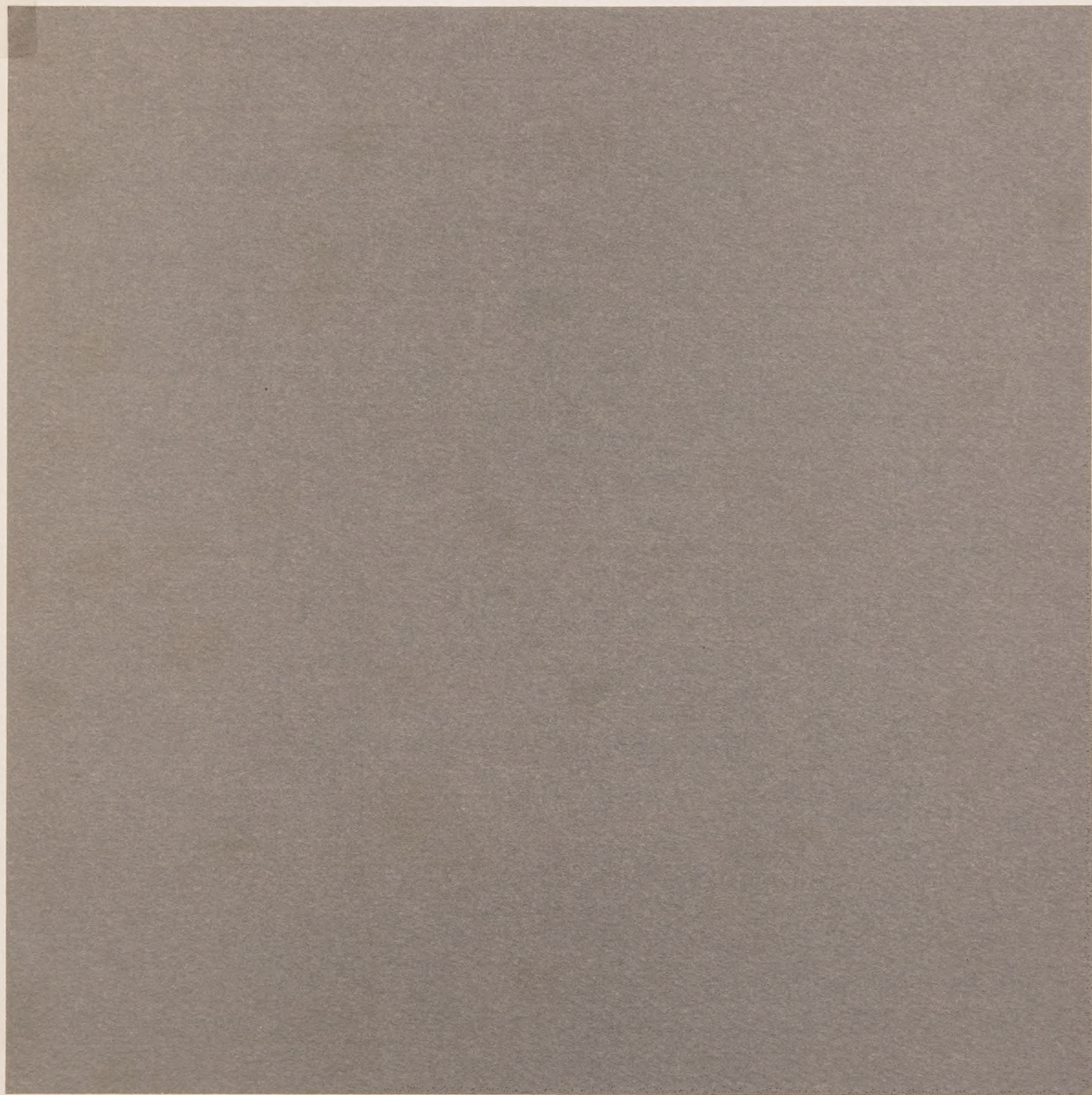
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THE COMPREHENSIVE PLAN

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THE MASTER PLAN

It shall be the function and duty of the commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county, to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

Excerpt, Charter of the City and County of San Francisco.

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POLICE FACILITIES

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The Plan for Police Facilities, a Section of the Community Facilities Element, was adopted by Resolution 7233 of the San Francisco City Planning Commission on August 29, 1974.

INTRODUCTION

The purpose of the Police Facilities Plan is to establish objectives, policies, and criteria, for meeting San Francisco's long-range police facility requirements. The objectives address broad goals as they relate to the distribution, location, design and use of police facilities. Policies are courses of action which are supportive of the objectives and, together with criteria, provide a continuing guide and directive for public decisions.

The plan deals with police facilities. It does not represent a plan for police operations. That task is the responsibility of the Police Department. However, the Police Facilities Plan recognizes that changes in operations will inevitably take place and that inherent flexibility to accommodate operational changes is an essential component of a responsive and effective facility plan.

The plan was prompted by an awareness by the Police Department of general facility inadequacies and deterioration of older buildings, and reflects a joint effort by the Police Department and the Department of City Planning.

HISTORICAL PERSPECTIVE

Many of San Francisco's police facilities reflect the operational and locational criteria of the early 1900's. Police practice at that time required that the location of police stations be determined by the walking radius of officers in developed areas. Patrol by horse required stables at outlying stations. The grooming and care requirements for horses suggested that stations with stables be located in or adjacent to parks.

Only a few police buildings approach contemporary facility standards. The remaining facilities vary only in degree as to their level of physical deterioration and functional obsolescence. Several stations still have stables and none have accommodations for female patrol officers.

While the prospect of replacing or rehabilitating police facilities implies a burden in terms of cost, it also poses the opportunity to plan, design and locate new facilities in a manner responsive to future community needs and desires. To this end, this plan has been formulated based on several fundamental assumptions.

FUNDAMENTAL ASSUMPTIONS

1. The effectiveness of police service is enhanced when provided on a neighborhood level.

Recent advances in communications and the common use of cars has had a significant impact on police operations and community perceptions of police effectiveness. The patrol car in many instances has replaced the beat officer; and, as a result, a certain detachment has developed between the police and community. In an effort to strengthen rapport and cooperation between the police and community, citizens and officers alike have sought means for reestablishing police/community relations. The decentralization of police services through district stations is viewed as an effective means for developing and maintaining police community ties. Both police professionals and the public are generally of the view that stationing police personnel within a neighborhood and providing a broader range of services at the neighborhood or district level fosters a greater sense of mutual commitment, concern and understanding.

Responsive police service requires continued sensitivity to changing community concerns regarding law enforcement, and continued adjustment in which services are performed and how they are performed. This can best be achieved when police personnel are in tune with community attitudes and can respond on a neighborhood level.

2. Technological and social changes require adaptability and flexibility of police facilities.

Technological and social changes have a continuing impact on police operations. Technological applications have greatly increased the effectiveness of police service and will probably continue to do so. For example, the 9-1-1 telephone program provides citywide communication access to all emergency services. Computer applications aid in manpower deployment and criminal detection, and new applications are under study. Future effectiveness of police facilities will depend on their adaptability to new technology.

Cultural changes are also affecting police operations. An increasing influx of women to the force requires adjustments in operations and facilities. Likewise, increasing demands for expansion of police services and better safeguards for citizens involved in police-related incidents call for a greater degree of specialization in police skills and accompanying facilities required for the professional delivery of services. New and renovated police facilities must have the inherent capacity and flexibility to adapt to technological and operational changes within a changing society.

3. While facilities contribute to effective police operations, the prime responsibility for public safety rests with both police personnel and the community.

Police personnel, the programs, training, and policies that guide their actions, and the nature of community support are the key elements in effective crime prevention and public safety. Facilities are important only to the extent they contribute to efficient operations and provide the setting for constructive police/neighborhood interaction.

SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

POLICY 1

Locate police functions that are best conducted on a centralized basis in a police headquarters building.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use and accessibility for police personnel.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the

event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

POLICY 1

Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.



OBJECTIVES AND POLICIES FOR POLICE FACILITIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

The distribution, location and design of police facilities contribute to operational efficiency and flexibility. Improved efficiency frees officers for patrol and community relations work, while flexibility allows for adjustments in deployment of police resources in response to changing needs.

In order to provide responsive police service, the organization of police operations should meet two basic concerns: police service on a neighborhood level, and overall citywide coordination of police activities. Responsiveness to neighborhoods calls for close community integration of services such as patrols, community relations, and public information. Overall departmental coordination requires the centralization of administration, communications staff services, records, and investigations in order to provide a citywide overview.

Those police services which relate on a neighborhood level, or which need not be carried out centrally, should be assigned to district stations. Activities which relate to the city as a whole should be centralized. The expansion of the number of free standing facilities housing specialized functions should be discouraged since facilities in themselves require manpower for security and administrative staffing. As a general rule, expansion of police services should be accommodated either at district stations or at police headquarters.

POLICY 1

Locate police functions that are best conducted on a centralized basis in a police headquarters building.

Effective police service and management require the overall coordination of departmental activities and programs so that all citizens are assured of an equitable level of

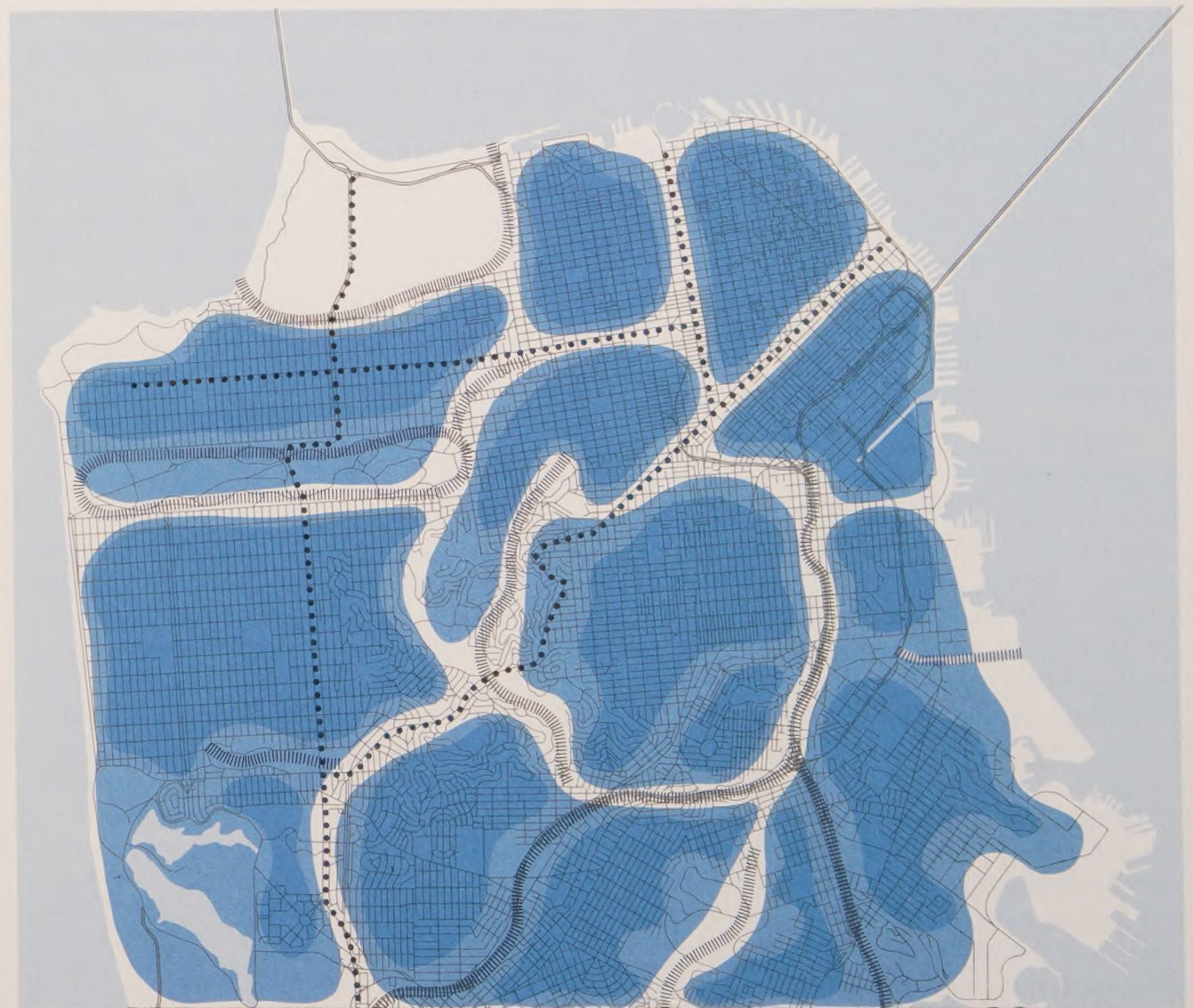
police service. Such coordination can best be achieved through the centralization of certain key activities, such as administration, departmental policy formulation, program planning, manpower and resource allocation, information management, citywide operations and communications control and dispatch, and centralization of police records. Centralization of these functions minimizes administrative activities at the district station level, while maximizing effectiveness by freeing police officers for patrol work and by supporting

them with a comprehensive communications and information network.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

The distribution, location, and design of district stations should provide effective police services at the neighborhood level and maximize the number of police personnel available



POLICE DISTRICT PLAN

- GENERAL GROUPING OF RELATED NEIGHBORHOODS
- NEIGHBORHOOD EDGES AND BARRIERS TO MOVEMENT
- MAJOR ARTERIALS THAT DEFINE NEIGHBORHOODS
- RECOMMENDED 9-DISTRICT GROUPING OF RELATED NEIGHBORHOODS

for patrol work. A relationship and possible trade-off exists between the number of district stations and the effectiveness of police service since police personnel required for station staffing might be poorly utilized if there is insufficient demand for their services. In order to maximize patrol and service effectiveness and still maintain the symbolic neighborhood value and public service convenience provided by neighborhood police facilities, a balance must be struck between operational requirements for district stations and community desires for maintaining police facilities in their neighborhoods.

Community sentiment clearly favors nine district stations, and that number represents a satisfactory balance between operational efficiency and community desires for a neighborhood police presence. Therefore, unless public sentiment changes in the future, nine districts should be retained.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

Expressed community desires for maintaining a district station concept stems from the feeling that stationing police officers within a neighborhood fosters a greater sense of commitment, concern, and understanding, resulting in better police service and expanded community participation and cooperation in public safety efforts. This feeling is shared by police officers and suggests a greater decentralization of police personnel, operations, and services.

To the extent possible, the broad range of police services that do not require centralization for effective performance, should be decentralized with service responsibility assigned on a neighborhood or a district station level. Decentralization of services should be based on a comprehensive review of current police operations, long-range programs for future services, and community input. New and renovated district stations should have the inherent capacity and flexibility to accommodate decentralization of services.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use, and accessibility for police personnel.

Firearms training should be supported by indoor facilities incorporated into the designs of district stations and police headquarters. Until there are sufficient indoor facilities, the Pistol Range at Lake Merced should be maintained but not expanded.

Diverse opportunities for physical fitness training should be readily and conveniently available to police personnel. Exercise facilities should be included in district stations. A major athletic facility should also be available to all personnel and relate closely to headquarters and the police academy.

Training for recruits and in-service training for sworn personnel should be supported by a police academy. The police academy should relate to the instructor pool at police headquarters and to the athletic facility. Classrooms for in-service instruction at district stations should also be provided.

The unique requirements of the Mounted Unit and direct service relationship with Golden Gate Park suggest that the existing stables be maintained and improved as required. The two horse stables in McLaren Park should be maintained.

A permanent hangar facility and landing pad for police helicopters is required and should be located in the "good weather belt" along the Bay. Proximity to headquarters is desirable. The design and siting of heliport and hangar facilities should be consistent with applicable control guidelines for this activity.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

Stable and horse care requirements for mounted patrols, prior to the widespread use of vehicles, suggested that police stations be located in parks. Ingleside and Park Stations,

which were built in 1910, are located in Balboa Park and Golden Gate Park for this reason. Likewise, the noise aspect of pistol practice suggested the remote location of this activity at Lake Merced. Replacement of horses by vehicles and developments in gunfire muffling techniques bring into question the logic of maintaining Ingleside and Park Stations and the Pistol Range in their current remote open space settings.

In light of the high community value attached to parks in San Francisco, the preservation and restoration of park areas to park use is a long-range objective. Under the Recreation and Open Space element of the Comprehensive Plan, police facilities in designated recreation and open space areas are nonconforming uses. As these facilities become obsolete and require replacement, they should be relocated, consistent with the location and neighborhood service policies of this plan, and consistent with community desires for continued location of a district station in the neighborhood.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

The long-term service life of police facilities requires flexibility in their design so that changing methods for providing police services can be accommodated. Technological, social and attitudinal changes affect police operations, requiring facility modifications to accommodate changing personnel, equipment, and work patterns. Police facilities should be easily adaptable to new special configurations and have sufficient capacity to meet future service requirements.

Police facilities should be built to be operable in event of a seismic disaster, sited so as to minimize opportunities for covert attack, and designed to provide protection of personnel. In achieving security, design treatments

should be such as to maintain an open and inviting character which integrates the police facility with the community. Police facilities should be easily identifiable, set community standards for maintenance, appearance, neighborhood amenity, and enhance the dignity of and respect for the law enforcement process.

Experience has shown that police facilities located in isolated settings are particularly vulnerable to attack. In addition to being security hazards, such facility locations are generally inaccessible to the community and should be avoided. Existing police buildings should be phased out of such locations.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

Multiple use of police, fire, public health and other services or land uses should be encouraged whenever combined use is mutually reinforcing. In general, similar criteria govern the location of police, fire and emergency public health facilities and sufficient linkages exist between these services to warrant the consideration of combining these activities within one facility. Combined use of public services is further prompted by the scarcity of available sites that meet locational criteria.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

The nature of police work entails numerous daily contacts with citizens, often during trying situations wherein the police are called upon to resolve conflicts or maintain law and order. Continuous communication, interaction and cooperation between the police and community on an informal basis foster understanding and develop ties which strengthen the

community and aid the police in their peace-keeping responsibilities.

Neighborhoods want to relate to police personnel on an individual basis, as partners working together to improve the quality of community life. That process is aided by deploying police personnel on a district station basis. However, district station buildings in themselves do not generate community ties. Police personnel should continue their efforts to establish, maintain and expand those ties which reinforce police/community relations. The location, distribution, design and operation of police facilities can be a catalyst for promoting closer police, community understanding, and more responsive and effective police service.

POLICY 1

Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

Convenient community access to both police services and personnel promotes better public use of police services and develops closer police/community ties. District stations, conveniently located to neighborhood shopping areas, provide the opportunity for filing crime and accident reports, paying traffic warrants, receiving crime prevention information, discussing problems with community relations officers, and meeting neighborhood patrol personnel. Police officers in turn get to know the people they serve, including their concerns and expectations relating to police services.

Community needs may warrant the establishment of a "Neighborhood Services Facility," such as a storefront facility which provides municipal services on a neighborhood level. Inclusion of community relations and other police services should also be considered in conjunction with such a facility. Police neighborhood storefronts should be tested for their feasibility. However, in light of high administrative, security, and maintenance costs attached to "Neighborhood Storefronts," expanded police/community relations service for San Franciscans should be prima-

rily a function of outreach programs conducted by police personnel utilizing existing community facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

Locating district stations near the centers of their service areas reinforces community awareness of police service presence, adds to the convenience of personal visits to district stations, and is conducive to increasing interaction between neighborhood residents and district police personnel.

In general, those elements which define neighborhoods also tend to be barriers to movement. Efficient police operations generally call for using barriers to movement as district boundaries. Locating stations centrally within a district also tends to minimize travel time within the district. Both of these operating criteria reinforce this policy.

POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.

The primary purpose of pistol practice, in-service training, and physical fitness facilities is to maintain police force performance standards. However, these facilities can serve as community resources when they are made available to the public, particularly youth, on a supervised basis. Opening police facilities for community use promotes opportunities for informal interaction between police personnel and the public, establishing ties which foster police/community understanding.

Pistol range facilities can be used for recreational marksmanship programs. In-service training classrooms can be used for community meetings and police safety information programs. Athletic facilities can be used for "Youth Services Bureau" programs and major youth tournaments.

CRITERIA FOR POLICE FACILITIES

Based on the objectives and policies of this plan, the following functional, locational, neighborhood relations, and design criteria are recommended for police facilities.

POLICE HEADQUARTERS

- *Functional Criteria:*

Police Administration Center

Police Department Staff Services

Investigative Bureaus (citywide overview)

Central Communications & Operations Command

Crime Lab, Photo Lab & Property Clerk

Police Records & Suspect Detention

Police Academy

Police Athletic Facility

Police Range

Helicopter Access

- *Distribution Criteria:*

One centralized facility with good citywide access, both vehicular and public transit.

- *Location Criteria:*

Direct proximity to related criminal justice services of the criminal courts, District Attorney's Office, and detention facilities.

- *Neighborhood Relations:*

Convenient public transit access to police headquarters.

Direct public access to public services and general information.

- *Design Criteria:*

New facilities should reflect the objectives, policies, and criteria of the "Urban Design Element" of the Comprehensive Plan to the extent they are applicable.

Controlled access and security for operational, investigative, and administrative functions.

Uninterrupted operational capability in the event of a seismic disaster.

Sufficient secured parking for both police vehicles and police personnel.

DISTRICT STATIONS

- *Functional Criteria:*

Outlet for neighborhood-related police services and other operations that need not be centralized.

Command responsibility for district police activities.

Administrative and support communications center for district patrol activities.

Suspect booking and detention.

Service and information for "walk-in" requests.

Storage for police vehicles and equipment.

Briefing, locker, and deployment center for patrol personnel.

In-service training, physical fitness and pistol range facilities.

Interview rooms.

Juvenile services.

Center for police/neighborhood interaction.

- *Distribution Criteria:*

Stations should serve recognized and geographically defined areas of the city, and should encompass entire neighborhoods to the extent possible.

There should be no major physical barriers within a district service area which may impede access by police.

The number of district stations should minimize patrol force travel time to and from the areas served.

The number of district stations should reflect community desires for these facilities, consistent with community willingness to pay for their construction, maintenance and staffing.

District stations should service equitable workloads and provide a uniform level of service to all citizens.

- *Location Criteria:*

Stations should be located so as to minimize access time to all points within the district served.

Stations should be accessible to the public, particularly by public transit.

Stations should be located so as not to constitute a nuisance or hazard to surrounding land uses.

Whenever possible, stations should be combined with other public facilities so as to maximize community awareness and impact of public services.

- *Neighborhood Relations:*

Ready public access to police services and district personnel should be assured.

Community use of facilities such as meeting rooms and gym when incorporated within the district should be provided on a supervised basis.

- *Design Criteria:*

Stations should be open, unimposing and in scale with surrounding development.

Controlled access and security for police personnel and public.

Operational capability in the event of a seismic disaster.

Community meeting rooms and gym facilities should be included if these facilities are not readily available.

Sufficient capacity and spacial flexibility to accommodate increase in patrol force assignments of both male and female officers, and expansion of police services.

Good vehicular access and dispatch flexibility should be available.

Sufficient secure parking for police and personnel vehicles.

AUXILIARY SERVICE AND SUPPORT FACILITIES

POLICE ACADEMY (PERSONNEL AND TRAINING)

- *Functional Criteria:*

Maintain personnel records and process recruits.

Conduct academy classes, including physical fitness training.

Develop training films and manuals.

Conduct in-service training program.

- *Distribution Criteria:*

Police academy classrooms should be in proximity to police headquarters; however, local universities should also be used for recruit training and in-service training.

- *Location Criteria:*

Police academy facilities should be located near the "instructor pool" based at police headquarters.

The police academy should be accessible by public transit.

- *Neighborhood Relations:*

Academy classrooms should be used for community instruction programs related to law enforcement and for recruitment programs.

- *Design Criteria:*

Police academy facilities should have sufficient capacity for recruit training and in-service training.

PISTOL RANGE

- *Functional Criteria:*

Training of recruits and personnel.

Implementation of police firearm recertification program.

Maintenance and testing of firearms.

- *Distribution Criteria:*

Pistol range facilities should be incorporated at police headquarters and at district stations in order to minimize travel time and encourage practice.

- *Location Criteria:*

Pistol range facilities should be secure from intrusion and not constitute a noise nuisance.

- *Neighborhood Relations:*

Pistol range facilities should be made available for recreational purposes on a supervised basis.

- *Design Criteria:*

Pistol range facilities should be confined and isolated for safety and noise control.

POLICE ATHLETIC FACILITY

- *Functional Criteria:*

Fitness training for new recruits.

Fitness training for police personnel.

- *Distribution Criteria:*

At least one major police athletic facility should be centrally accessible to all police personnel.

- *Location Criteria:*

A police athletic facility should be centrally and conveniently located, integrated with the police academy, and near police headquarters.

- *Neighborhood Relations:*

Police athletic facilities should be made available for community use on a supervised basis.

Police personnel should be encouraged to use neighborhood athletic facilities for exercise and training.

- *Design Criteria:*

Police athletic facilities should be sufficiently diverse and comprehensive to encourage widespread departmental fitness participation.

PARK AND BEACH, AND MOUNTED UNIT FACILITIES

- *Functional Criteria:*

Command, briefing, and administration of patrol force.

Locker and storage facilities for vehicles and equipment.

Stable and care facilities for horses.

- *Distribution Criteria:*

To the extent that park and beach patrols are not performed by district stations, one Park and Beach Unit and one Mounted Unit facility is required.

- *Location Criteria:*

Park and Beach Unit facilities should be located near park and beach service areas.

Mounted Unit facilities should be retained in Golden Gate and McLaren Parks.

- *Neighborhood Relations:*

The operation of Park and Beach Unit facilities should not detract from public enjoyment of park and beach facilities.

- *Design Criteria:*

Park and Beach, and Mounted Unit facilities are functionally similar to a district station and should be governed by similar design criteria.

Stables for horses of the Mounted Unit should be of fireproof construction, in addition to meeting seismic standards.

POLICE HELIPORT FACILITIES

- *Functional Criteria:*

Command of unit activities.

Maintenance and storage of equipment.

Landing pad for helicopter.

- *Distribution Criteria:*

One heliport landing and maintenance facility for patrol helicopters and emergency optional landing sites are required.

- *Location Criteria:*

Police heliport facilities should be located in the "good weather belt" along the Bay and sited so as not to be a noise nuisance to adjacent properties.

- *Neighborhood Relations:*

Police heliport operations should be in conformance with noise control, development and environmental guidelines.

- *Design Criteria:*

Heliport facilities should be secured and not constitute a fire or crash hazard.

NEIGHBORHOOD SERVICE OFFICES

- *Functional Criteria:*

Provide a convenient and informal setting for individuals to discuss police-related concerns with police personnel and community relations officers.

A convenient outlet for police services such as paying warrants, filing crime reports, or receiving crime prevention information.

- *Distribution Criteria:*

Neighborhood Service Offices should be located in communities that do not have ready access to district stations and desire such a facility.

Police Neighborhood Service Offices should relate to and be combined with other neighborhood municipal service offices to the extent practical.

- *Location Criteria:*

Neighborhood Offices should be located in community shopping centers.

Neighborhood Offices should be readily accessible by foot and transit.

- *Neighborhood Relations:*

Neighborhood Offices should be responsive to the unique service requirements of the community served.

- *Design Criteria:*

Neighborhood Offices should be open, unimposing, and in scale with community character.

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